

DRAFT - HQ - 22 July 1960

Approved For Release 2004/10/27 : CIA-RDP72-00121A000100030001-0

~~SECRET~~

~~OR TOP SECRET~~

DDA - DDS HISTORY, 1953-1956

Chapter VI Communications Support Activities ✓ all caps

Both the overt and covert activities of CIA continued to require elaborate communications support on a world-wide basis. On the one hand the Agency had to maintain a complicated communications system for the overt monitoring of foreign broadcasts, and on the other, it had to ~~substantially~~ furnish communications support to clandestine activities abroad that included the gathering of intelligence by electronic means, the furnishing of sending and receiving equipment to secret agents in denied areas, the provision of facilities for keeping in touch with such agents, and the design, procurement, operation and maintenance of a communications net-work for the transmission of classified information between headquarters and the many field installations. ✓

Complex security measures continued to be necessary to assure that the covert information received by various means did not fall into the wrong hands. The Agency continued to review its communications security procedures and practices, including those regarding punching, cryptography, clearance and training of cryptographers, physical security of crypto creas, and the rules for the handling of cables. Continuous research was directed toward developing improved, smaller, faster, and more powerful communications equipment, in order to assure that the most advanced and secure transmissions were used.

✓ Draft of Opening Remarks of the Director of Central Intelligence to the House Appropriations Committee, 10 March 1955, SECRET, in Office of Comptroller, 1956 Congressional Material, in Records Center Job 58-436. July 1960

2/ A cable was defined as "a classified encrypted communication originated by a CIA station and transmitted by electrical means via channels authorized by CIA to one or more other CIA Stations". CIA Handbook No.    
25 June 1954 Communications, SECRET

Approved For Release 2004/10/27 : CIA-RDP72-00121A000100030001-0

SECRET

ILLEGIB

25X1

**SECRET**

CIA and Other Agencies in Communications Field

The Agency continued to cooperate with ~~some~~ other <sup>United States</sup> government agencies in ~~maintaining~~ <sup>the</sup> ~~communications~~ <sup>field.</sup> ~~systems.~~ The DCI remained the permanent Chairman of the United States Communications Intelligence Board, which, under the National Security Council, was responsible for the coordination of the interests and requirements of the Intelligence agencies for communications Intelligence. ~~xxx~~ This body was designated the national policy body for "the collection (observation and recording), and the technical processing for subsequent intelligence purposes, of information derived from foreign, non-communications, electromagnetic radiations emanating from other than atomic detonation or radioactive sources." <sup>1/</sup> It was composed of representatives of the Departments of State, the Army, the Navy, and the Air Force, and CIA. <sup>2/</sup> During the period, its effectiveness was ~~hindered~~ hindered by the requirement that decisions had to be unanimous. The DCI could take a USCIB issue to the NSC but he had to go through a Special Committee composed of the Secretary of State and the Secretary of Defense who had to act personally. It was very difficult to get these secretaries together. Toward the end of the period, the Killian Board adopted the position that compartmentation was interfering with communications <sup>3/</sup> the overall/intelligence job.

<sup>1/</sup> NSCID No. 17, "Electronic Intelligence" (ELINT) ~~xx~~ Approved 16 May 1955, **SECRET**.

<sup>2/</sup> NSCID No. 9, Communications Intelligence, 1 July 1948, **SECRET**, LIMITED DISTRIBUTION

<sup>3/</sup> Memorandum for the Record prepared by Historical Staff, 23 July 1958, Conversation with  O/DDCI, regarding Revised NSCID's, **SECRET**, in O/DCI/HS files.

**SECRET**

**SECRET**

classified  
The physical transmission of/CIA information continued to require close cooperation with other United States agencies. The military services remained the prime carriers of approximately 75 per cent of the Agency's total volume of electrical communications.<sup>1/</sup> Some CIA cable traffic~~m~~ was handled through the Department of State using commercial communication facilities. The

25X1

25X1  
CIA had to conform to

the security practices of the cooperating services and this sometimes involved repeated transmissions so as to conceal the origin of the communications traffic. In return for the/services received from other agencies, CIA was able to handle on its own network cable traffic~~m~~ for these agencies of considerable volume. CIA was represented on a number of interdepartmental boards and committees that were concerned with international communications.

The Office of Communications had ~~an~~ alternate members on the Telecommunications Advisory Board and the Telecommunications Planning Committee sponsored by the Office of Defense Mobilization and it had members on the Technical Panel on International Broadcasting and the Committee on Broadcasting and Television sponsored by the Operations Coordinating Board.<sup>3/</sup>

<sup>1/</sup> Memorandum for DCI from Director of Communications, 6 January 1956, Anti-Jamming Training Exercises, SECRET, in O/DCI/ER

<sup>2/</sup> Memorandum for DDCI, through DD/S, from Chief, Management Staff, 24 March 1956, Pouch Service Transit Delays, SECRET, in O/DCI/ER

<sup>3/</sup> Office of Communications Order No. 21-56, 1 May 1956, Special Assistant for Inter and Intra Agency Liaison, SECRET, in OC files.

**SECRET**

SECRET

Approved For Release 2004/10/27 : CIA-RDP72-00121A000100030001-0

4

The security of transmission of classified communications, with the exception of some agent circuits, continued to be dependent on cryptographic systems and devices which were either furnished to the Agency or tested for it by NSA. The Office of Communications did some work on cypher devices, but primary support was received from *Office of Communications Division* procure NSA. The ~~Security~~ Security had to ~~procure~~/cypher devices from NSA on a semi-annual basis and to see that these materials were securely stored and shipped to properly cleared communications personnel.

Approved For Release 2004/10/27 : CIA-RDP72-00121A000100030001-0

SECRET

~~SECRET~~

5

## Communications Systems Within CIA




The responsibility for furnishing communications support to among different parts of the Agency the various missions of CIA remained scattered/during the period.


While the Office of Communications continued to serve as the major support office for classified electronic telecommunications between headquarters and the overseas field stations, it did not have jurisdiction over the following: distribution of classified cables within headquarters; unclassified electrical communications between the

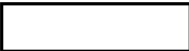


25X1

offices; classified electrical communications for all special projects specifically excepted by the Director; teletype intelligence disseminations to other United States government agencies; and pouch services.<sup>1/</sup> The Cable Secretariat in the Office of the Director handled the distribution of cables within Headquarters,

 operated its own communications network, the  operated its own  teletypewriter communications network, the Office of Collection and Dissemination operated its own facsimile equipment, and the <sup>RI</sup> of DD/P operated the pouch service. The operation and control of secret electronic equipments remained with the Technical Services Staff, DD/P, and the Office of Logistics continued to procure telephone service and teletypewriter circuits in the United States through the telephone company.<sup>2/</sup>

<sup>1/</sup> CIA Handbook No.  25 June 1954, revised 12 March 1955, 25 June 1955, SECRET

<sup>2/</sup> CIA Regulation  30 June 1953, Communications, SECRET

~~SECRET~~

SECRET

Approved For Release 2004/10/27 : CIA-RDP72-00121A000100030001-0

6

The Cable Secretariat remained in the Office of the Director of Central Intelligence throughout the period. Its position was not affected by the changes made in the location of the Office of Communications. It continued to review and distribute within CIA headquarters all classified incoming and outgoing CIA cables, insuring that the originating office had secured the personal approval of the Director on all outgoing cables involving questions of national policy and that all intelligence items contained in cables were transmitted to O/DD/I. ~~XX~~

The responsibility regarding intelligence items and DD/I was made more explicit during the period than it was at the beginning. <sup>1/</sup> Determination of the action staff, division or office was made on the basis of subjective requirements and on the basis of approved action indicators. Normally, cables were distributed to the appropriate area division for action. During other than normal working hours, the Cable Secretariat Duty Officer, functioning concurrently as the Clandestine Services Duty Officer, notified an appropriate officer in the action addressee unit upon receipt of cables appearing (to warrant afterhours action. 2/

1/ Notice [ ] 5 August 1952, Cable Secretariat and Message Center, SECRET, appointing [ ] as Cable Secretary. CIA Regulation [ ] 20 March 1953, Organization, Office of the Director, SECRET, shows the Cable Secretariat under the Executive Assistant to the Director. The same Regulation, revision of 18 January 1954, states the functions of the Cable Secretariat. The same regulation, Change 1, 2 July 1954, adds the part on all intelligence items to be transmitted to DD/I. An earlier discussion of this is in Memorandum for [ ] from Deputy, Cable Secretary, 2 July 1953, Responsibility of Cable Secretary for Furnishing DD/I All Intelligence Items contained in Cables, SECRET, in O/DCI/ER. On the beginnings of the Cable Secretariat in 1952, see Topics to be Discussed, Bureau of the Budget Hearings, 20 October 1953, SECRET, in 1955 Bureau of the Budget Submission Material, in Records Center Job 58-436.

2/ CIA Handbook No. [ ] 25 June 1954, Communications, SECRET.

Approved For Release 2004/10/27 : CIA-RDP72-00121A000100030001-0

SECRET

SECRET

Approved For Release 2004/10/27 : CIA-RDP72-00121A000100030001-0

7

The workload of the Cable Secretariat increased substantially during the period. The average number of cables processed monthly by the Cable Secretariat rose from 11,900 for Fiscal Year 1954 to 16,200 for Fiscal<sup>1/</sup> Year 1956. From 6 to 8 per cent of these<sup>2/</sup> were briefed and specially processed for the Director. In 1955 ~~work~~ work simplification studies were made of the procedures of the Cable Secretariat.<sup>3/</sup> Following these studies, a procedure was instituted for controlling the flow of cables within the Cable Secretariat. This control furnished the processing status of each cable at all times and provided the mechanics of ensuring that every cable recorded was processed without loss or delay. This procedure improved the over-all average speed of service and eliminated undue delay on individual cables.<sup>4/</sup> Other studies of the procedures of the Secretariat were under way as the period came to an end.

1/ Memorandum for Comptroller, through DD/S, from Executive Assistant to DCI, 2 September 1955, Cable Secretariat Budget, SECRET, in O/DCI/ER and Office of Comptroller, CIA Estimate of Requirements Fiscal Year 1958, Bureau of the Budget Submission, 30 September 1956, SECRET, p. A-1-2, in Records Center Job 59-417.

2/ Memorandum for [ ] from Cable Secretary, 6 June 1955, Report of Message Center Operations 1- 31 May 1955, SECRET, in O/DCI/ER.

3/ Ibid., Tab B, Cable Secretariat Work Simplification Program, 12 May 1955, SECRET.

4/ Office of Comptroller, op. c66, p. 21, A-1-3  
Approved For Release 2004/10/27 : CIA-RDP72-00121A000100030001-0

SECRET

**SECRET**

8

The question of the ~~function~~ relation of the Cable Secretariat in the Office of the Director to the Signal Center of the Office of Communications again came up during the period. The Inspector General recommended in 1956 that the DCI approve the consolidation of the Signal Center and the Agency Cable Secretariat but no action was taken on this proposal. <sup>1/</sup> Apparently, the original argument that the signing of outgoing cables and the assignment of <sup>responsibility</sup> action/on incoming cables was a command~~func~~ function prevailed. In addition, the Office of Communications refused to concur in this recommendation. <sup>2/</sup> The continued separation of the two units meant that an important factor in communications security, namely, the distribution of cables, remained outside the purview of the Office of Communications.

1/ Memorandum for DCI from IG, 11 January 1956, TS 143157, Survey of the Office of Communications, DD/S, recommendation No. 22.

2/ Memorandum for the Record, 21 July 1960, Conversation with  O/D/CO, Regarding History of Office of Communications, SECRET, in HS files.

**SECRET**



SECRET

Approved For Release 2004/10/27 : CIA-RDP72-00121A000100030001-0

7

### Activities of the Office of Communications

The Office of Communications continued to establish and operate signal centers, radio stations and related electronic communications facilities, including emergency facilities ~~xxx~~ as required, for the purpose of receiving, transmitting, and cryptographically processing that part of the Agency's communications traffic<sup>1/</sup> within its jurisdiction. It negotiated with other Government agencies and with privately owned companies for communications facilities.

The provision of workable/communications support by the Office <sup>staff</sup> <sup>percent</sup> particularly in the DD/P complex which originated 94% of traffic 1/ of Communications required widespread cooperation throughout the Agency/

With the constantly increasing classified cable traffic, there was danger that the communications facilities would become overloaded. While during the period the Office of Communications met every requirement imposed upon it for moving cable traffic, toward the end of the period the communications system was so saturated with traffic that, when emergencies arose in particular areas, the communicators were able to meet them only through excessive overtime, temporary duty, and other emergency measures.<sup>2 1/2</sup> An examination of Agency cables made for the DCI indicated that the Agency was risking sacrificing the expeditious handling of important traffic because of the large volume of unnecessarily long operational or intelligence cables and routine administrative cables on items where speed in transmission was not essential. A continuous campaign was waged during the period to keep cable traffic down to manageable proportions. The Director

2/ For discussion of volume of traffic and overtime, see below, p.

1/ The term "staff communications" was defined as the handling of Agency operational and administrative cable traffic, as opposed to agent communications, between Agency domestic and foreign installations and Headquarters.

SECRET

**SECRET**

- 10 -

asserted that better and more advance planning in the personnel, logistics, finance, and general support field would permit a greater volume of that traffic to be transmitted by dispatch. Originating officers were reminded of their responsibility for determining the necessity for using cable communications. They had to decide that the subject matter of the message was of such urgency that it could not reach the addressee in time for action if forwarded by pouch. If a cable was deemed necessary, originators were urged to keep the number of character groups to a minimum and to use a short cable giving the essential elements of information and followed by a dispatch expanding on the cable.<sup>1/</sup>

1/ CIA Regulation [ ] and Handbook [ ] 25 June 1954, Basic Cable Policy, SECRET; Field Handbook [ ] 15 October 1954 and Change 2, 1 June 1955, SECRET; [ ] 12 August 1954, SECRET; and Notice [ ] 10 June 1957, SECRET. The Inspector General also commented extensively on the overloading of the communications network. See Memorandum for DCI from IG, 11 January 1956, TS 143157, Survey of the Office of Communications, DD/S.

25X1  
25X1  
25X1  
25X1

**SECRET**

**SECRET**

- 11 -

In connection with his survey of the Office of Communications in 1955, the Inspector General ~~found~~ felt that the over-extension of the communications system called for immediate remedies. He recommended greater use of "deferred" precedence in sending cables, drastic steps to reduce week-end peaks in cable traffic, elimination of "telecon" conferences, greater  services, creation of a required ~~course~~ training course in cable writing and procedures, reduction in number of releasing officers, discontinuance of transmission of material for which the operational need could not be clearly demonstrated, and if these remedies did not effect a substantial reduction in traffic, he recommended that the DCI should direct a flat 25%<sup>percent</sup> reduction in the amount of cable traffic accepted for processing by the Washington and field Signal Centers. Cable traffic in excess of this volume would require the personal approval of ~~the~~ a Chief of Station or a CS senior staff or division chief.<sup>1/</sup> Efforts were made to implement most of these <sup>2/</sup> recommendations but the volume of cable traffic continued to increase.

25X1

1/ Memorandum for DCI from IG, 11 January 1956, TS 143157

2/ On volume of cable traffic, see below, p.

**SECRET**

**SECRET**

-12-

### Communications Security Activities

The Office of Communications was directed to "establish, supervise, and regulate communications practices of the Agency under concepts and policies designed to safeguard these practices with adequate security standards." <sup>1/</sup> In the discharge of this responsibility, the Office of Security had to cooperate closely with other agencies in the communications field and with other parts of CIA. It has been pointed out above that CIA depended largely upon NSA for cypher systems. <sup>2/</sup> During the period the Office of Communications did some work on cypher devices, particularly <sup>those</sup> for agent communications, but primary support was received from NSA. It has also been indicated that the Office of Communications did not have responsibility for the distribution of cables in Headquarters. <sup>3/</sup> Personnel was another factor involved in secure communications. The granting of cryptographic security clearance was a function of the Office of Security. While the Office of Communications monitored the conduct of its employees, it accepted such employees in the first instance with their basic integrity and security record certified by the Office of Security. During the last half of the period the Office of Communications followed the policy that OC personnel marrying foreigners were separated from the Agency because of the loss of their cryptographic clearance.

1/ CIA Regulation   18 January 1954, SECRET

2/ See above, p.

3/ See above, p.

**SECRET**

25X1

**SECRET**

-13-

The basic criteria for security of Agency staff communications was derived from those standards established by the military services. Because of the need to work under conditions of cover, many of these criteria were modified in their application. The Office of Communications revised its "Staff Communications~~st~~ Security" guide during the period to improve communications security by closer adherence to cover Agency formats. The product of staff communicators was spot checked daily in the Washington Signal Center against criteria in the guide. Cipher machines were converted to more secure operation to improve circuit efficiency and communication security. The Office also originated new cryptographic systems for generation of key text and different methods of deriving key material.<sup>1/</sup>

In furnishing logistics support to its communications security operations, the Office of Communications had to procure, store, issue, ship and keep records on mechanical cypher devices. During the period the Office developed more efficient procedures for using tabulating equipment to produce cryptographic circuitry reports and it continued to improve methods for concealing and storing cryptographic keying material.<sup>2/</sup>

1/ Office of Comptroller, Estimate of Requirements Fiscal Year 1958, 30 September 1956, Bureau of the Budget Submission, SECRET, in Records Center Job 59-417.

2/ Ibid.

**SECRET**

**SECRET**

-14-

### Support for Clandestine Activities

Communications support for clandestine operations continued to be an important function of the Office of Communications. While the actual requirements for clandestine electronic communications during the period were far less than the capabilities of the Office, the Office did not retreat to a position of passively retaining the talent but assiduously developed new equipment and strove for more secure and simplified operating principles and procedures.

25X1

**SECRET**

~~SECRET~~

-15-

Successful clandestine communications depended upon the training of both staff and agent personnel in secure and proficient~~ly~~ operating techniques. During the period a knowledge of code and radio telegraphy continued to be necessary. The Office of Communications maintained a cadre of staff communicators who were proficient in the art of telegraphy. The Director of Communications wanted to encourage his radio operators to keep up their skills by amateur sending and receiving but during the period the Office of Security would not approve this proposal.<sup>1/</sup> Instructional documents for agent training were ready in thirty-one languages.

~~The end~~

The Office of Communications was also active in all phases of caching agent sets, signal plans, and cyphers, with the exception of the actual burial of the equipment on foreign soil. It helped develop containers which were suited for caching such equipment.

<sup>1/</sup> Shortly after the end of the period this proposal was approved by the Office of Security.

~~SECRET~~

25X1

Approved For Release 2004/10/27 : CIA-RDP72-00121A000100030001-0

Next 2 Page(s) In Document Exempt

Approved For Release 2004/10/27 : CIA-RDP72-00121A000100030001-0

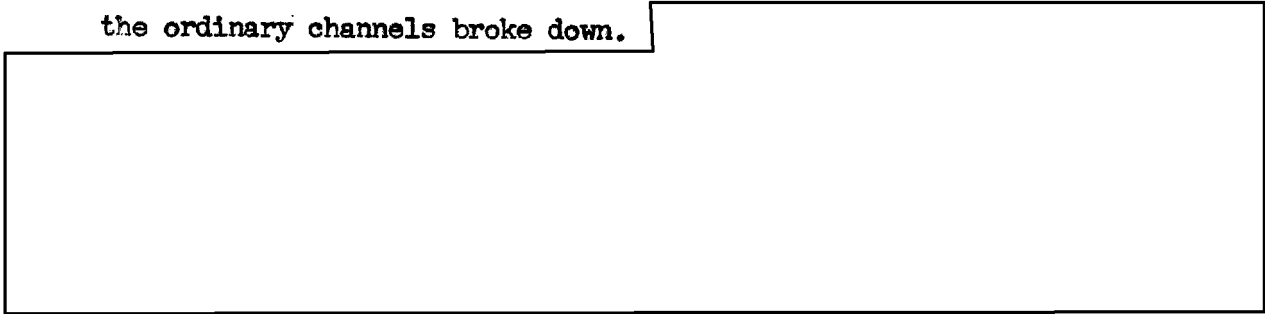


SECRET

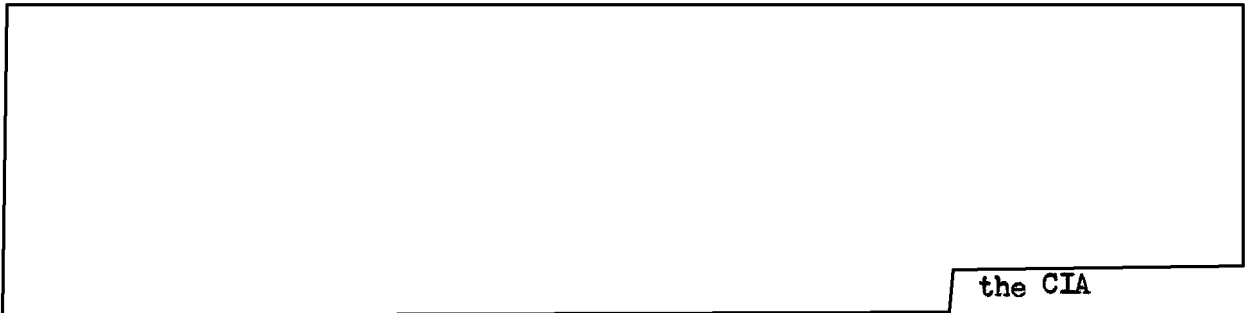
- 19 -

### Communications Support for Emergencies

In addition to operating a communications network for carrying on the Agency's business in the field, the Office of Communications had to be ready to furnish substitute communications facilities when the ordinary channels broke down.



During a number of international crises that occurred in widely scattered points during the period, CIA's emergency facilities furnished the only means for transmitting United States Government traffic.<sup>1/</sup>



operated links were the sole means of United States official communications from these areas.<sup>2/</sup>

<sup>1/</sup> Memorandum for DCI from Director of Communications, 25 October 1956, Subject: Status of CIA Communications Capabilities in Satellite Countries, SECRET, in O/DCI/ER

<sup>2/</sup> Memorandum for DCI from Director of Communications, 24 May 1957, Subject: Proposed Amendment of Communications Act to Provide Reciprocity, SECRET, in O/DCI/ER

SECRET

SECRET

In support of the Agency's war planning mission, the Office  
of Communications continued to take/~~an active~~ the leading part in Headquarters  
and Field planning for communications facilities that might be needed  
in case of war. It continued to maintain a modern up-to-date  
and well equipped Base Radio Station  ~~this Station~~ To keep/in a state of  
this Station  
readiness, ~~it~~/handled  cable traffic, ~~and~~ maintained contact with

25X1

25X1

basis, and was used to ~~train~~ train communicators and radio operators  
during interim periods pending overseas assignment.

SECRET

SECRET

-21-

### Supplemental Programs

The Office of Communications continued to be responsible for implementing supplemental programs concerned with sensitive special communications projects. <sup>1/</sup> ~ last two years of During the period the supplemental programs were considerably expanded, greatly increasing the demands on the Office of Communications for electronic engineering skills/ and for moving cable traffic.

The Office provided support for the  data, <sup>2/</sup> for the development of special equipment, and for the necessary work prior to the initiation of procurement orders for such equipment.

In his survey of the Office of Communications/made in 1955, the IG expressed concern about the overburdening of the Office by special projects. He recommended that the DCI direct that no further support commitments be accepted by the O/C unless it could ~~be~~ provide the support required without deterioration of the Agency staff communications system. <sup>2/</sup>

25X1

25X1

<sup>2/</sup> Office of Comptroller, Bureau of the Budget Hearings on Fiscal Year 1958 Budget, 26 October 1956, SECRET, in Records Center Job 59-417. Office of Communications Order No. 8-54, 21 May 1954, SECRET, Supplemental Programs Division, in OC files.

<sup>2/</sup> Memorandum for DCI from IG, 11 January 1956, TS 143157

SECRET

SECRET

Approved For Release 2004/10/27 : CIA-RDP72-00121A000100030001-0

-22-

### Communications Research and Development Activities

The Office of Communications Research and Development Production Review Board continued to review, approve and establish research requirements in the Agency's communications field.<sup>1/</sup> All projects and contracts with outside firms required the specific written approval of this Board. Once the need for a particular piece of communications equipment was established and approved by the Board, the following steps were taken: (1) Preparation of technical specifications; (2) Presentation of specifications to the Office of Logistics with suggestions as to appropriate firms if an outside contract was involved; (3) Signing of a contract with the outside firm and the preparation of a developmental model which was then tested by the Office of Communications Laboratory for its performance versus contract specifications, and by the Operations and Training Division for its operational performance. Subsequent reports prepared by the Laboratory and the O&T Division were then submitted to the Board which authorized funds for further large scale production, or in the case of Laboratory Development, the Board authorized production on a specific and limited scale. The Inspector General found this method of handling the research and development activities efficient, economical and expeditious.<sup>2/</sup>

1/ Office of Communications Order No. 21-53, 12 October 1953, and Order No. 10-56, 1 March 1956, SECRET. The Board was composed of: Deputy Director, OC, Chief, Engineering Division, Chief, R&D Branch, Chief, SPD, Chief, O&T Division and Chief, P&P Staff.

2/ Memorandum for DCI from IG, 11 January 1956, Survey of the Office of Communications, DD/S, TS 143157

Approved For Release 2004/10/27 : CIA-RDP72-00121A000100030001-0

SECRET

**SECRET**

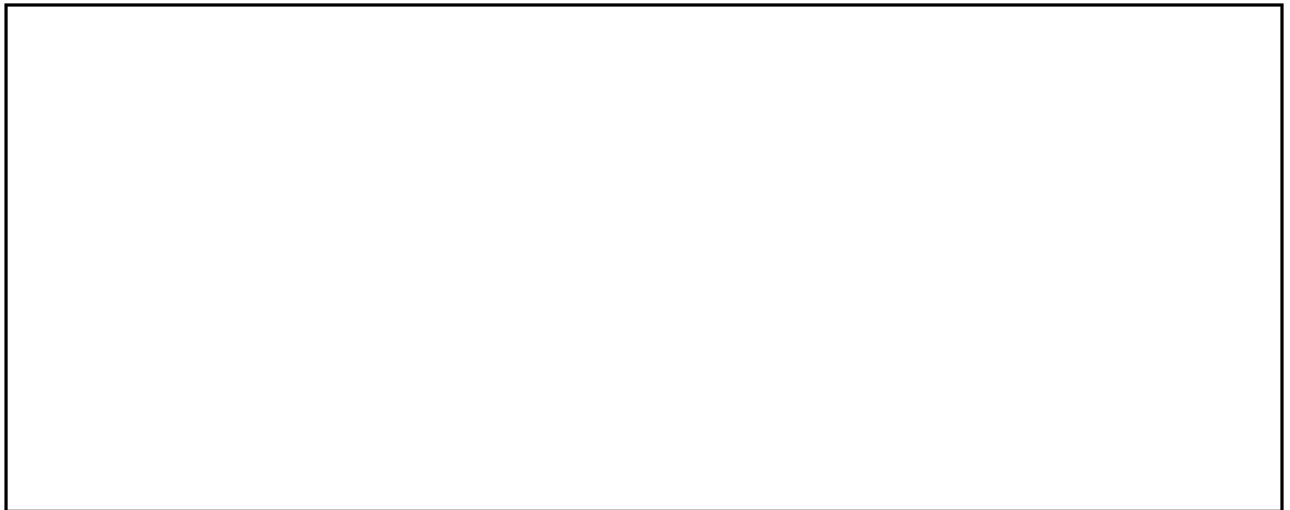
Approved For Release 2004/10/27 : CIA-RDP72-00121A000100030001-0

-23-

The Office of Communications had its own Research and Development Laboratory which was responsible for the conduct of applied research and development of communications equipment designed for the highly specialized needs of the Agency which could not, for reasons of sensitivity or economy, be assigned to outside contractors, including, in addition, the testing and evaluation of United States and foreign communications equipment procured by the Office of Communications for appraisal of its application to the Agency's needs.

25X1

During the period research and development activities continued on



device. Research in the technical communications field was a continuous process and improvements in equipment were constantly being made. Notable progress was made in developing high speed, automatic radio transmission equipment. <sup>1/</sup>

1/ Ibid.

**SECRET**

Approved For Release 2004/10/27 : CIA-RDP72-00121A000100030001-0

**SECRET**

- 24 -

Among ~~three~~ problems facing the Office of Communications in its administration of its research and development activities ~~were~~ during three prominently the period ~~were~~ mentioned by the Inspector General in his 1956 report. One involved the ~~difficult~~ difficulties and delays caused by the physical separation of the Laboratory [ ] from Headquarters engineers. A second problem was the difficulty encountered in recruiting qualified and technically trained professional personnel for employment in research and development activities. It was hard to compete with private industry for the services of the college trained professional personnel needed at the grade levels then authorized <sup>for</sup> the Laboratory. Higher grades were recommended. A third problem was the unsatisfactory liaison with the Office of Logistics. The Inspector General recommended that the Engineering Division provide the Director of Communications and the DD/S with a specific and detailed case history reflecting the lack of support and general difficulties encountered in the relationships between the Engineering Division and the Office of Logistics so that appropriate resolution might be effected in the interest of over-all Agency operating efficiency. <sup>1/</sup> By the end of the period, improvements were made in the grade structure and difficulties involving the Office of Logistics had been largely solved. <sup>2/</sup>

25X1

1/ Memorandum for DCI from IG, 11 January 1956, Survey of the Office of Communications, DD/S, TS 143157

2/ Memorandum for the Record, 21 July 1960, Conversation with Mr. [ ] OC, regarding History of OC, 1953-1956, SECRET, in HS files.

25X1

**SECRET**

**SECRET**

- 25 -

**Organization and Management of Communications Activities**

During the period, the location of the Office of Communications within the CIA organizational structure was changed once. At the beginning of the period the Office of Communications was attached to the Office of the Director of Central Intelligence.<sup>1/</sup> There was logic in this since the Office of Communications was engaged in a variety of activities, including operational, logistical, engineering, training, security and intelligence activities in the communications field. In practice, however, the Director did not have time to supervise operating offices. At the time that the 1955 reorganization was being considered, the Inspector General recommended that both the Office of Communications and the Office of Training, which was also at that time attached to the Office of the Director, be reassigned to the newly named DD/S group. The Director agreed to this and the change became official on February 3, 1955.<sup>2/</sup>

25X1 <sup>1/</sup> As of June 1952 the Office of Communications was located in the DD/P complex. See [ ] 19 June 1952, CIA Career Service Program, SECRET, Schedule B, Rotation Loan Shots. The location of the Office of Communications in O/DCI was officially recognized in CIA Regulation [ ] 20 March 1953, SECRET. According to the Office of Communications personnel, the Office had been in O/DCI actually since August 1952. See Memorandum for the Record, 23 June 1960, Conversation with [ ] Office of Communications, regarding History of Office of Communications, 1953-1956, SECRET, in OC files.

25X1 <sup>2/</sup> CIA Notice [ ] 3 February 1955, SECRET.

25X1

**SECRET**

**SECRET**

- 26 -

The Director of Communications said that he found his new location in the DD/S group satisfactory. He discovered that being part of DD/S facilitated coordination with other support elements. He was thankful to be briefed by DD/S on meetings of DCI's Deputies. The new arrangement did not change the practice of DDCI calling the Director of Communications directly when the occasion arose.<sup>1/</sup>

During the period, the Office of Communications maintained continuity in its key personnel. [redacted]

25X1

[redacted] originally appointed head of the Office in 1951 for under the title Assistant Director/~~of~~ Communications, served continuously throughout the period and beyond, his title changing to Director of Communications on February 16, 1955.<sup>2/</sup> [redacted] Deputy

25X1

during almost all of the period, until May 1, 1956, was [redacted]

25X1

[redacted] who served under the title first of Deputy Assistant Director for Communications (1951-1955) and then of Deputy Director of Communications (February 1955-April 1956). On May 1, 1956, [redacted] was designated Special Assistant to the D/CO and was succeeded, as DD/CO,

25X1

by [redacted]<sup>3/</sup>

1/ Memorandum for the Record, 30 October 1958, Interview with [redacted] Director of Communications, regarding History of Office of Communications, 1953-1956, SECRET, in O/DCI/HS files.

25X1

2/ CIA Notice [redacted] 16 February 1955, SECRET and the earlier Notice No. [redacted] 10 September 1951, SECRET.

3/ CIA Notice [redacted] 1 May 1956, SECRET

**SECRET**



**SECRET**

-27-

The organization of the Office of Communications remained fairly stable during the period. In January 1953 the Headquarters organization was composed of three functional divisions: Operations, Engineering, Security; three staffs: Plans and Policy, Administration, and Supplementary Activities, the Signal Center, and the Office of the Director. In May 1954 the Supplementary Activities Staff became the Supplementary Programs Division.<sup>1/</sup> The foreign Field was divided into seven areas known as Communication Activities. There was also a domestic training facility, [REDACTED]

25X1

While the main structure of the organization of the Office of Communications changed little, there was some internal rearrangement of functions. In March 1954 certain logistics functions that had been lodged with the Administrative Staff were transferred to the Materiel Support Branch of the Engineering Division.<sup>3/</sup> The technical character of the supply requirements was given as the explanation for this transfer.<sup>4/</sup> In August 1956 certain personnel and fiscal functions that had been decentralized were brought together and placed in the Administrative Staff in accordance with recommendations made by the Inspector General.<sup>5/</sup>

1/ Office of Communications [REDACTED] 21 May 1954, SECRET, Supplemental Programs Division, in OC files

14, 6 25X1

2/ Office of Communications [REDACTED] 5 July 1956, SECRET, Personnel Ceiling, lists all organization units as of that date.

25X1

3/ Office of Communications [REDACTED] 22 March 1954, SECRET, Organization Changes, in OC files

25X1

4/ Memorandum for DCI from IG, 11 January 1956, Survey of the Office of Communications, DD/S, TS 142157A-RDP72-00121A000100030001-0

5/ Ibid. and Office of Communications [REDACTED] 29 Aug. 1956, SECRET, Statement of Mission and Functions, OC, Administrative Staff, in OC files

25X1

**SECRET**

25X1

**SECRET**

- 28 -

The number of civilian employees on duty in the Office of Communications increased from around 1,000 as of December 31, 1952 to 1,423 as of January 31, 1957. <sup>1/</sup> The civilian ceiling established by the DD/S was 1,637 as of the end of Fiscal Year 1956. <sup>2/</sup> The increase of on duty strength <sup>during</sup> ~~at the end of~~ the period ~~as compared with the beginning~~ was distributed as follows: 167 additional Departmental positions, 75 additional United States Field positions, and 59 additional Overseas positions. <sup>3/</sup> At the end of the period roughly one half of the positions were located overseas. Nearly one-third of all positions were established for supplementary programs.

The Office of Communications justified each increase in its ceiling strength on the basis of increased workload and new responsibilities imposed by special projects. While the actual communications workload in terms of millions of character groups encrypted, sent and decrypted for a given period was measurable, the research and development work performed by the Office was very difficult to measure. The measureable workload for headquarters, area signal centers, and all field stations increased from 118 million character groups (a group = five characters) for the year 1953 to 168 million character groups for the year 1956. <sup>4/</sup> This was an overall increase of 42 per cent which was the same percentage increase as for personnel on duty. The Office of Communications was able to take on additional duties with no proportionate increase in personnel since the changeover from manual to machine crypt systems in many signal centers greatly increased efficiency. The record would be more ~~striking~~ striking if it had not been for extensive coverage require-

25X1

**SECRET**

- 29 -

ments imposed on the Office of Communications by some of the new and out of the way field stations. Some station chiefs wanted code clerks to be available in case they might want to send some cables. The actual traffic handled by such stations might be very light. Coverage depended upon the wishes of the station chief and the exigencies of the situation. If it looked as though an emergency might arise, a station chief would demand coverage. Extensive coverage would naturally increase the manhours needed to handle a given traffic load.

Of all the offices within the Support Group, the Office of Communications had the highest ratio of overtime and holiday pay in relation to regular pay. For Fiscal Year 1956 nearly 9 per cent was added to Regular Pay by overtime and holiday service.<sup>1/</sup> Holiday pay was normal for an office which operated twenty-four hours a day, 365 days a year, but the greater overtime pay was the result of the overloading of the communications network discussed above and the need to meet emergencies with the staff available.<sup>2/</sup> Since the Office of Communications had the reputation of being a "will do" office, it had to rely upon overtime when the regular staff could not move an extra heavy burden of traffic in its usual expeditious fashion.

<sup>1/</sup> Office of Comptroller, Estimate of Requirements Fiscal Year 1958, Bureau of the Budget Submission, 30 September 1956, SECRET, in Records Center Job 59-417.

<sup>2/</sup> See above, p.

**SECRET**

**SECRET**

- 30 -

The Office of Communications was a pioneer in the development of a CIA career Service. It took the lead in working out the mechanics for assignment, rotation between headquarters and field, training and promotion of those who wanted to make a career of communications. The CIA Career Council decreed that the Career Service Board of the Office of Communications would be the pattern for the Career Service Boards of other parts of the Agency. The Inspector General found in 1956 evidence to indicate that the personnel policies which guided the Office of Communications through the years were surpassed by no other Agency component. <sup>1/</sup>

In conducting its personnel management program, the Office of Communications continued to have favorable and unfavorable factors to deal with. A favorable factor was that the responsibilities of the Office were based on a tangible and measurable commodity--the ability of a person to perform the duties of a communicator. The communicator ~~index~~ could be judged on the product produced, could be given specific ~~index~~ directions to increase his proficiency, and could use his talent as both a vocation and an avocation. Unfavorable considerations were the innate and frustrating characteristics of communications support to clandestine activity. The communicator had to remain at his post until such time as all messages filed for transmission had actually been dispatched. He was more likely to be stationed at a hardship post than was any other type of Agency employee. In addition, the fact that he was a communicator worked to his disadvantage from the point of view of advancement to over-all positions of responsibility in the Agency. Despite these

**SECRET**

**SECRET**

31-

disadvantages, the morale of the ~~office~~ personnel of the Office of Communications was regarded as high. Senior personnel had largely "come up through the ranks."

By a number of its own issuances, the Office of Communications made clear to its own personnel the philosophy and principles of the Career Service Program. All Field communications areas, three of the four Headquarters divisions (Supplemental Program Division being the exception) and the Administrative Staff had career review boards which made recommendations to two Office of Communications career boards on all personnel actions involving promotion at all grades and inter-office transfers at Grade GS-9 and above. The transfer approval within a staff or division was delegated to the division or staff concerned, subject to administrative action, for personnel holding Grades GS-9 through GS-12. Referral to the Career Service Board was made only when a policy question was involved. The Career Service Board was established at the office level and was authorized to make recommendations to the Director of Communications on proposed personnel actions of all employees up to Grade GS-12 with a special ad hoc committee called the Senior Officers Review Panel which had recommending authority to the Director on personnel actions of all employees ~~up~~ graded at GS-13 and above.

1/

25X1

**SECRET**

SECRET

-32-

25X1

During the period the mechanics for assignment and rotation in the Office of Communications were better established. The rotation rule was two years in headquarters and then two years abroad. Thus, the electronics engineer who had been chief of communications in [ ] was brought back after two years to be Chief of Special Projects. The top level employees, GS-14 and above, were regarded as generalists in communications and were subject to assignment anywhere they were needed. The Career Service Board was anxious to broaden the experience of promising young men. It took pains to see that outstanding cryptographers were given opportunities to learn other skills.

The Inspector General ~~Knudsen~~, after his staff had interviewed some 400 employees of the Office of Communications, found the responsiveness of these employees to questions concerning their career service program extremely gratifying. "Knowledge of the program was expressed, a high degree of interest was shown and a belief in its efficacy and fairness was almost universally indicated."<sup>1/</sup>

In cooperation with the Office of Personnel, the Office of Communications also made an initial installation of the new manpower control system which provided for an annual review of manpower ceiling and for distinction between staffing and development complements and limited and flexible positions.<sup>2/</sup>

<sup>1/</sup> Memorandum for DCI from IG, 11 January 1956, Survey of the Office of Communications, DD/S, TS 143157

<sup>2/</sup> See above, p. and Office of Communications, Staffing/Development Complement Concept for Manpower Control, Initial Installation, 1955, SECRET, copy in HS files.

SECRET

**SECRET**

- 33 -

## Communications

The Office of ~~Security~~ expanded the scope of its training activities during the period in order to keep pace with technological developments. A radio operator had to have advanced technical training in how to operate the more complex electrical equipment which the Office ~~acquired~~ installed during the period. Training also had to keep up with advances in cryptographic equipment.

in ~~of~~ communications ~~personnel~~ techniques Training/continued to be a responsibility of the Operations and Training Division of the Office of Communications. An American Activities Branch (AAB) of this Division supervised the Office of Communications training unit [ ] provided internal training for Office of Communications employees, and provided instructors for agent communications training and a minimal cryptographic training of selected DD/P personnel. The total number of students handled by [ ] Training Staff averaged approximately 40 each month and usually included Office of Communications "returnees" receiving refresher training. The Training Staff also administered the Correspondence Communications Training Program available to Office of Communications personnel overseas through an arrangement with a private engineering institute. These activities were carried on in cooperation with ~~the Office of Training~~ the AAB maintained liaison with OTR and furnished instructors for a brief introduction to communications problems presented in some of the OTR courses.

**SECRET**

~~SECRET~~

-34-

According to the Inspector General, <sup>by the end of 1955</sup> the achievements of the Office of Communications included the development and maintenance of a secure, reliable, and efficient Agency staff communications system with full provision for the use of alternative circuits in the event of an emergency; the provision of continuing and valued communications support to clandestine operations and special projects; the creation of a well trained and highly motivated cadre of communications specialists possessing varied and flexible skills; and the development and application of new and significant electronic equipment designed specifically to meet the unique communications requirements inherent in the Agency's total mission. The Director of Communications was <sup>by the DCI</sup> commended <sup>1/</sup> for the attainment of these achievements and the high level of efficiency of his office.

1/ Memorandum for Director of Communications from DCI, through DD/S, 10 March 1956, Subject: Commendation, SECRET, in O/DCI/ER

~~SECRET~~